



# WATERFRONT DEVELOPMENT MANAGEMENT IN GREECE

*Exploring the case of “Lipasmata” in Piraeus, towards alternative approaches*

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P5 Presentation

07, July 2017

# CONTENTS

- Research topic & Motivation
- Problem Statment
- Research Design & Methodology
- Waterfront (re)development practice
- Empirical research
- Synthesis
- Conclusions



# RESEARCH DEFINITION

Waterfront Development Management in Greece













# MOTIVATION











# TORINO È UN'ALTRA CITTÀ

IL CENTRO SONO I CITTADINI

**DAL 1995.**  
VENT'ANNI  
DI OPERE CHE HANNO  
CAMBIATO LA CITTÀ.  
E LA CAMBIANO ANCORA.

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# 2 PROBLEM STATEMENT

New Challenges





**Resignation/relocation of industrial or port activities**

**Urban degradation**

**Urban voids**

**Impact of crisis in the cities**





**Growing challenges**

**Urban (re)development as opportunity**

**Lack of knowledge/experience**



# HYPOTHESIS

*“The current **planning system in Greece** is characterized as **inefficient** and **outdated**, while the **changing** socio-economic **conditions** influence the **development processes** in the country.”*

# RESEARCH QUESTIONS

- What are the main **drivers and barriers** of **managing** waterfront redevelopment projects in **Greece**?
- How can a **community-led waterfront development strategy** for “Lipasmata” area be implemented in order to create new transformation opportunities?



# **3** RESEARCH DESIGN & METHODOLOGY



# RESEARCH METHODS

1

## LITERATURE REVIEW

Background knowledge of the research

2

## DATA COLLECTION/REVIEW

Information related to the Case study

- empirical documents (plans, policies, decision-making reports)
- newspaper articles/ information from media

3

## CASE STUDY ANALYSIS

In-depth analysis of a case study in contemporary Greece;

- Stakeholder Analysis;
- Plan Analysis

3

## QUALITATIVE INTERVIEWS

Semi-structured interviews (experts, private advisors, stakeholders)

3

## S.W.O.T ANALYSIS

Analytical tool for mapping the collected data

4

## STRATEGY CREATION (DESIGN)

Creation of framework to drive towards the waterfront development of "Lipasmata"



# RESEARCH PROCESS

Iterative and cyclical process

## Part 1-Research proposal

**Chapter 1**  
Foreword

**Chapter 2**  
Introduction

## Part 2-Theory and concepts

Literature Review

**Chapter 3**  
Theoretical framework  
Waterfront development in the age of crisis

**Chapter 4**  
Research methodology

Research design

## Part 3-Empirical research

**Chapter 5**  
Analysis through scales

**Chapter 6**  
“Lipasmata” Case analysis

**Chapter 7**  
Case study findings

Case Study

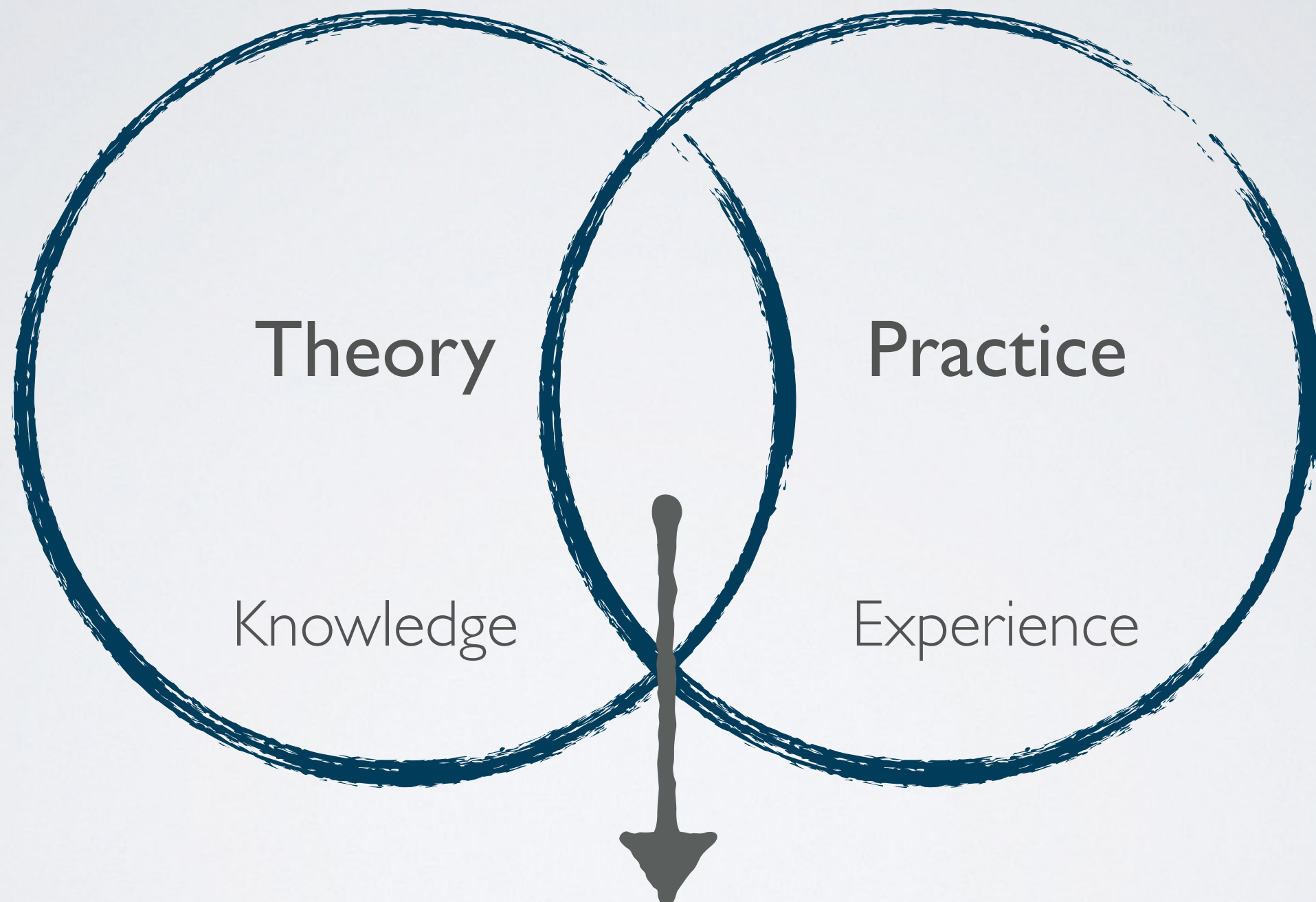
## Part 4-Synthesis

**Chapter 8-9**  
Lessons learned-Findings & Strategy /  
Creation

**Chapter 10-11**  
Conclusions- Reflection



# RESEARCH PROCESS



New Development Strategy



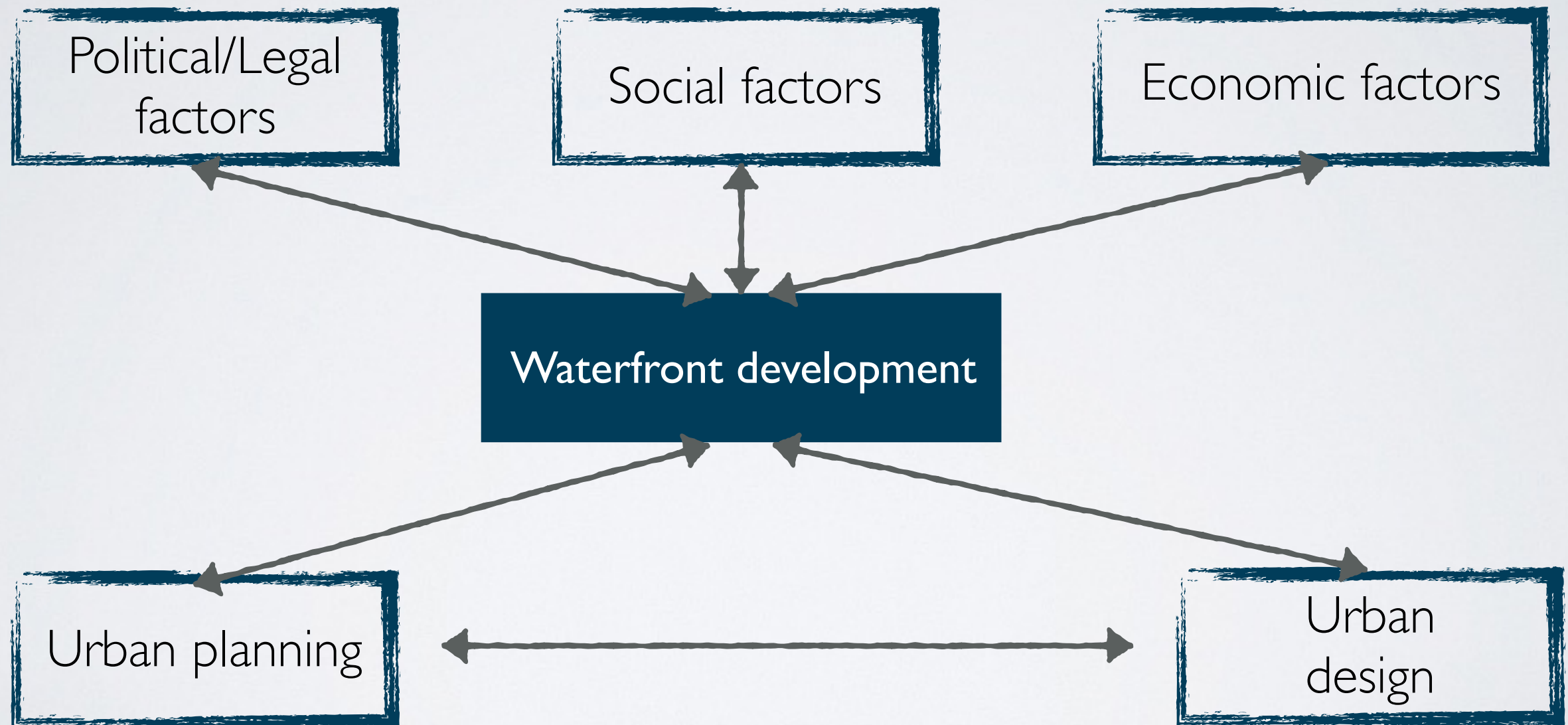
# 4 WATERFRONT DEVELOPMENT

Practice in the age of crisis



# WATERFRONT DEVELOPMENT

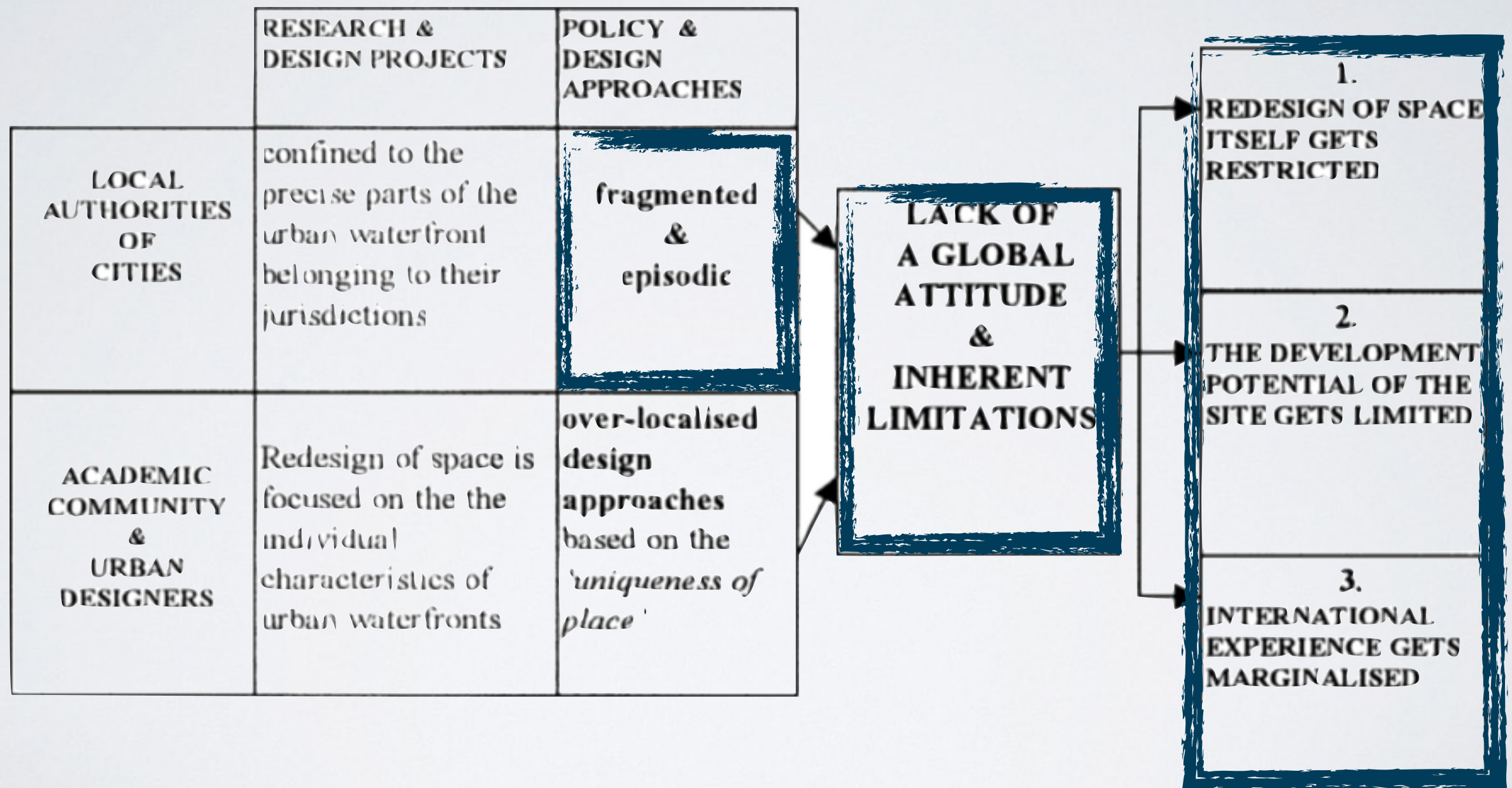
Challenging reality





# GREEK PRACTICE

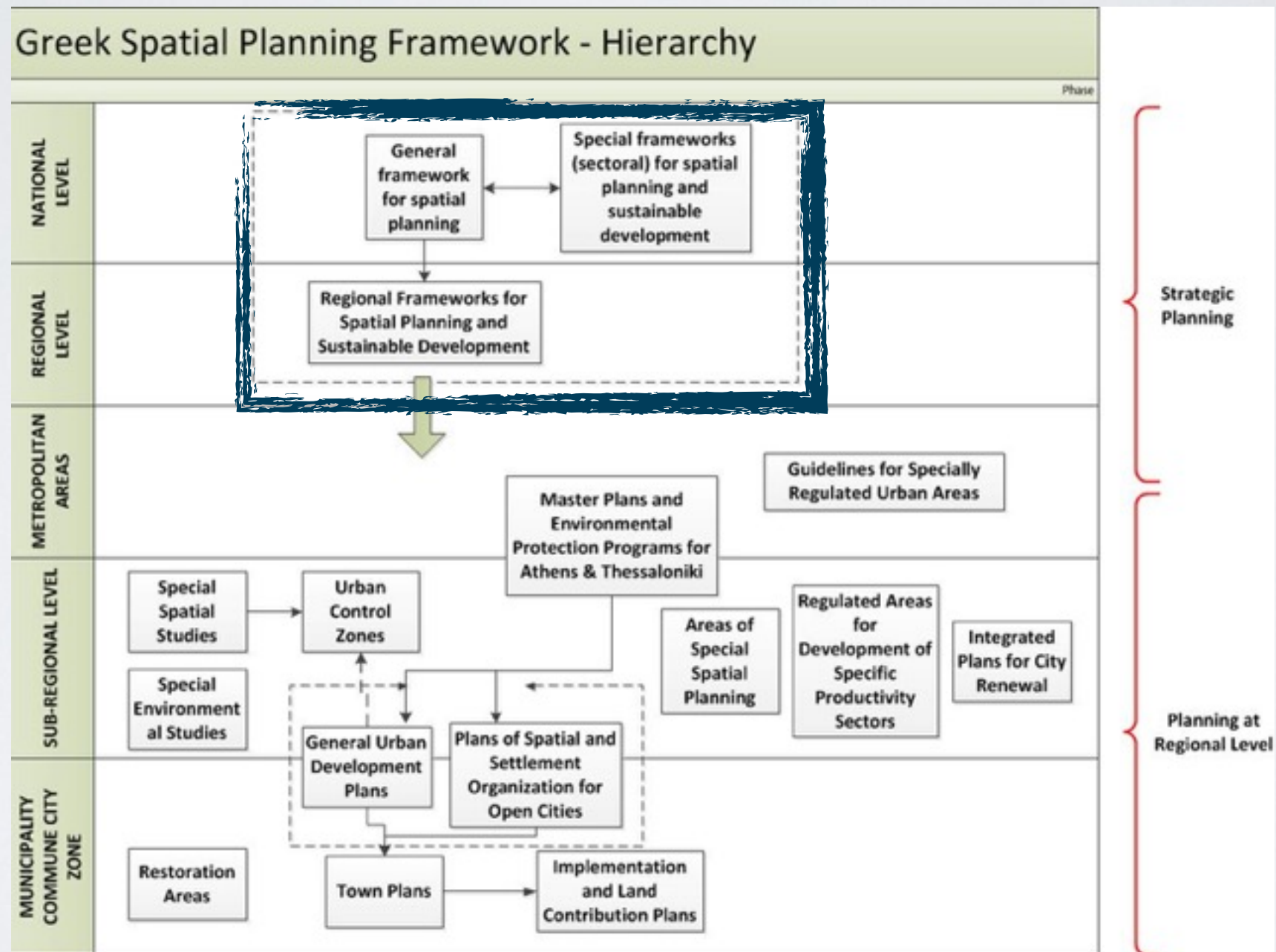
The emerging framework of policy and physical redesign of space in Greek urban waterfronts:





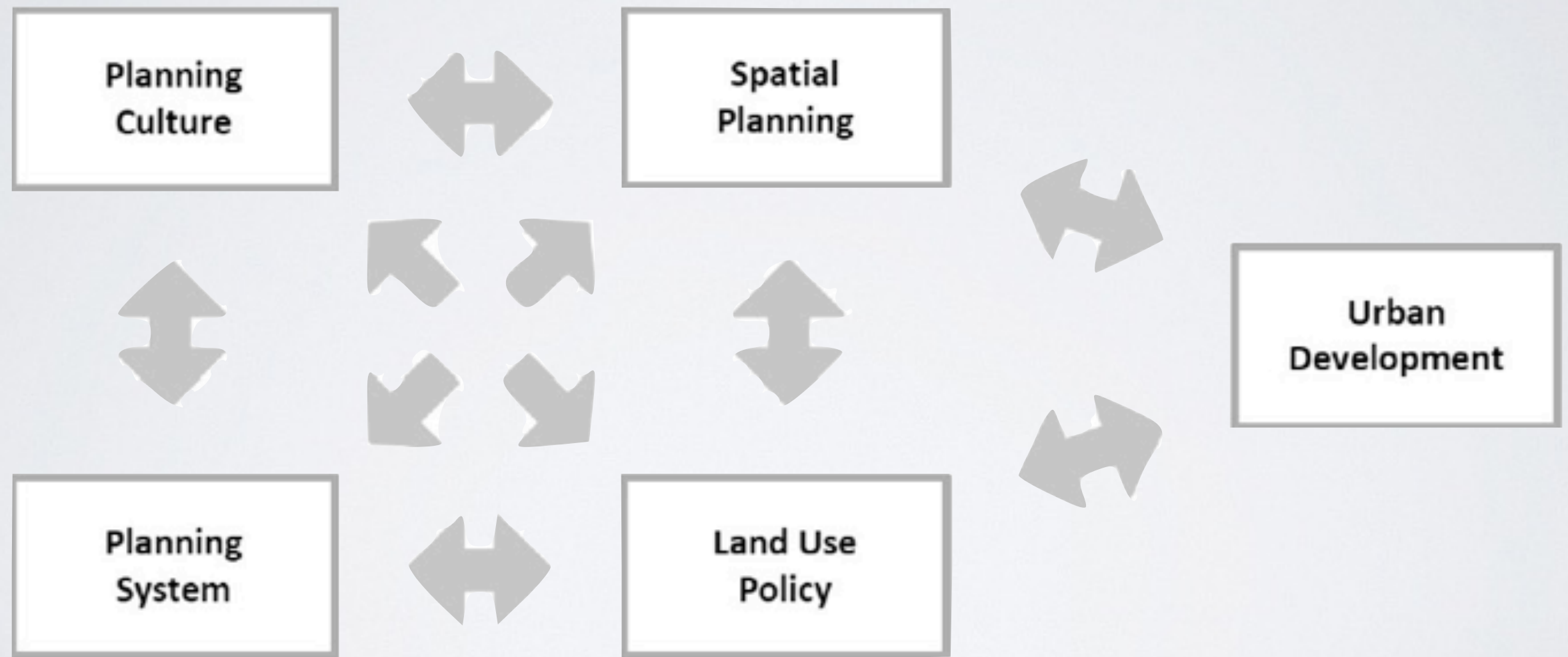
# GREEK PRACTICE

The emerging framework regarding the Spatial Planning system:



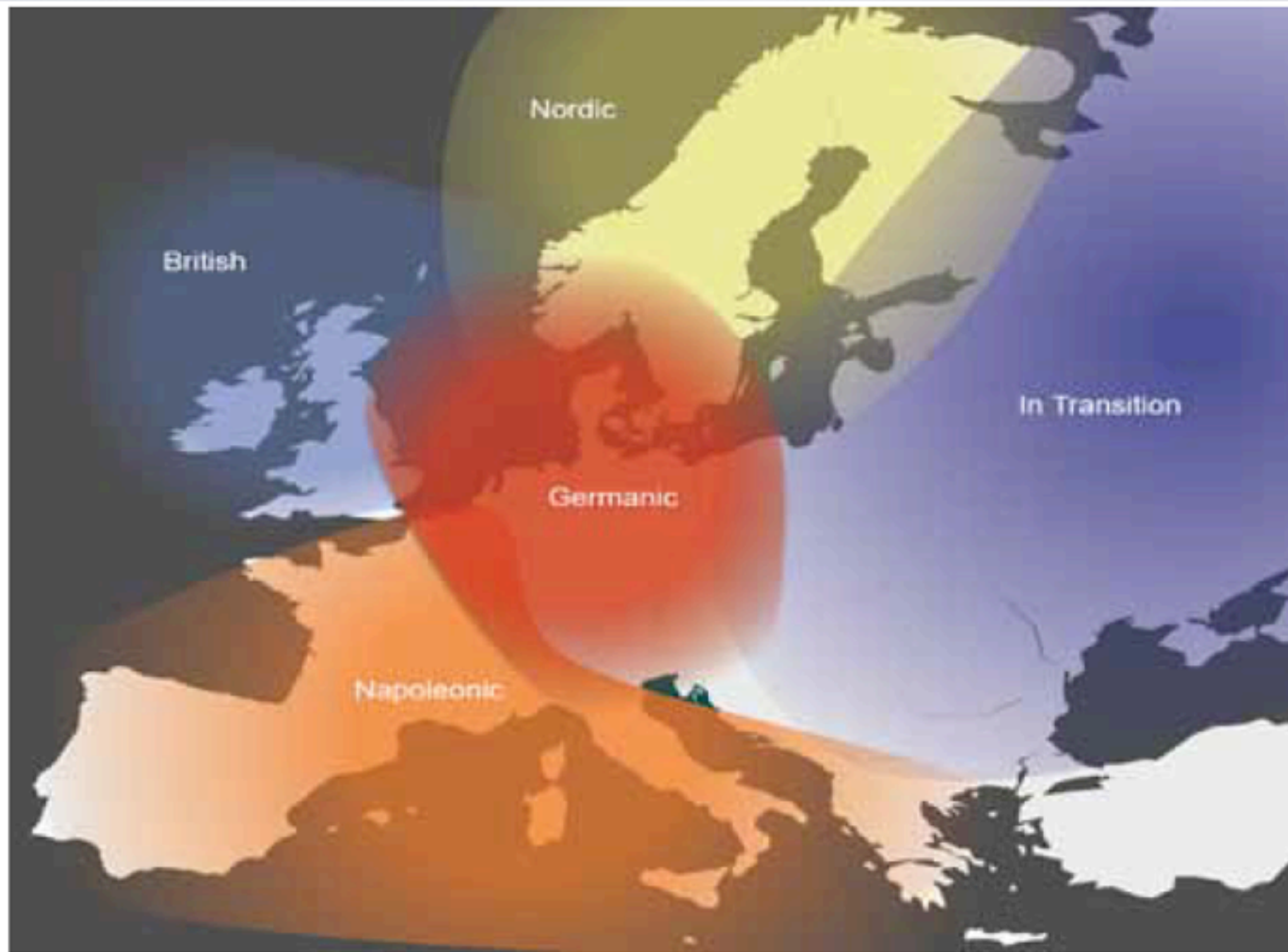


# PLANNING & WATERFRONT DEVELOPMENT





# PLANNING SYSTEM





# GREEK PRACTICE

Development approaches

Planning style	Determinant		
	Form of governance; project leadership	Planning rationality; political and decision- making forms	Main beneficiaries; market conditions
Public-investment planning	Quasi-governmental agency (joint committees of public-sector actors)	Plan-led; administrative corporatist	Public interest; depressed markets
Regulative planning	Local authorities allow or decline private- sector proposals	Plan-led; technical and rational	Local land and property owners (also public interest); strong market demands
Trend planning	Local authorities facilitate development; private sector implements it	Market-driven; market judgment	Private developers; strong market demands
Leverage planning	Quasi-governmental agency (public- private)	Market-driven; corporatist	Private interests; potential market interests

Galland and Hansen (2012) illustrate how planning influences the waterfront development practice by analyzing the main planning styles and their contextual determinants



# CRISIS AS TURNING POINT

Development in the age of austerity

- Need for **alternative development approaches**;
- In UK this turning point came in 2010 with the Coalition Government;
- From the **dense national regeneration framework** based on **area-based initiatives** ;
- Shift towards a **minimalistic “regeneration”** practice to enable growth;
- **Community-led regeneration projects**, encourage local authorities and residents to drive local regeneration towards the decentralization;

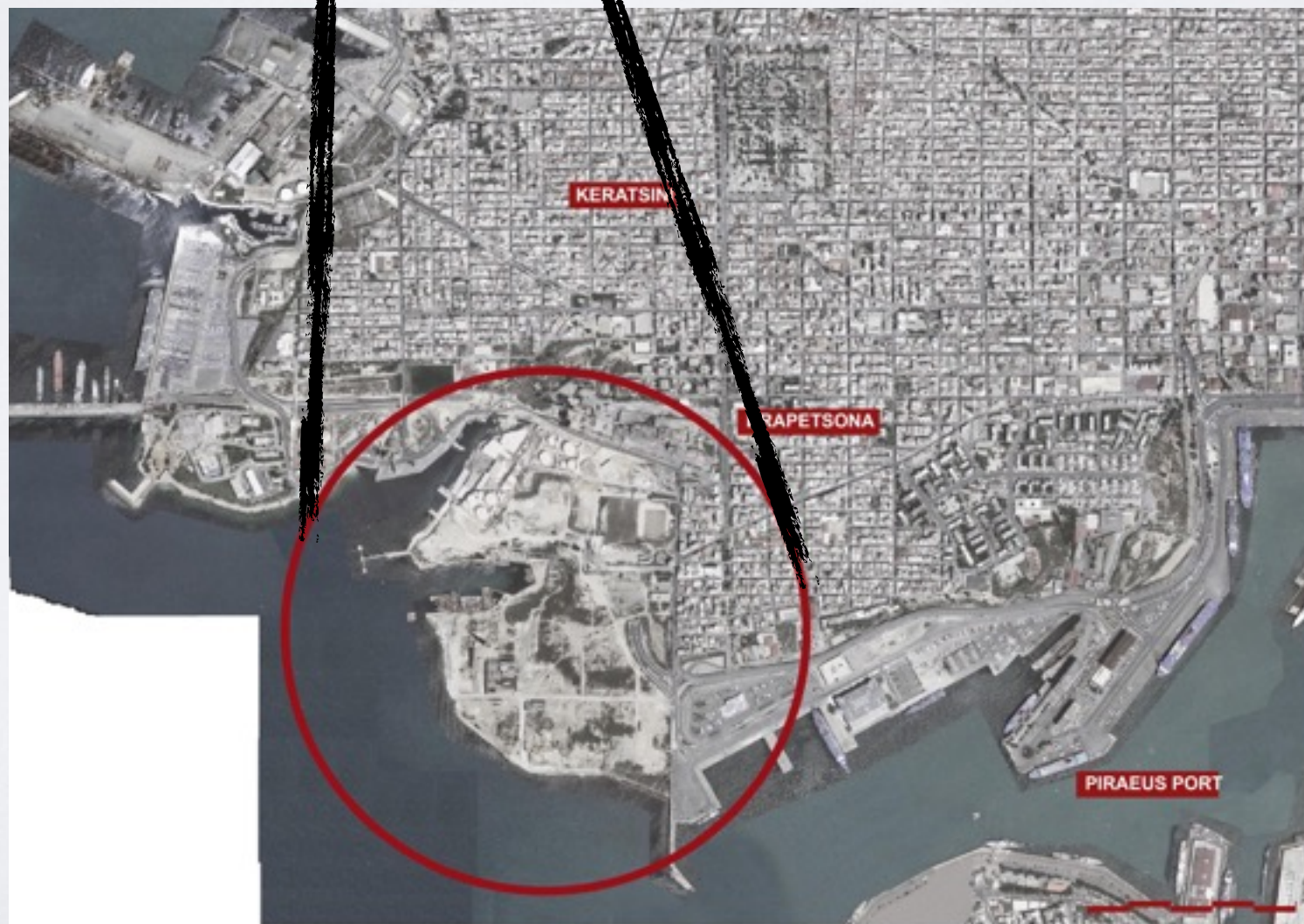


An aerial photograph of the Athens metropolitan area, showing the city of Athens to the northeast and the port of Piraeus to the southwest. The city of Piraeus is circled in red. The Saronic Gulf is visible to the south. The text "Athens" is in the top right, "Piraeus" is next to the red circle, "Saronic Gulf" is below it, and "Ex-International Airoport 'Helliniko'" is in the bottom right.

# 5 EMPIRICAL RESEARCH

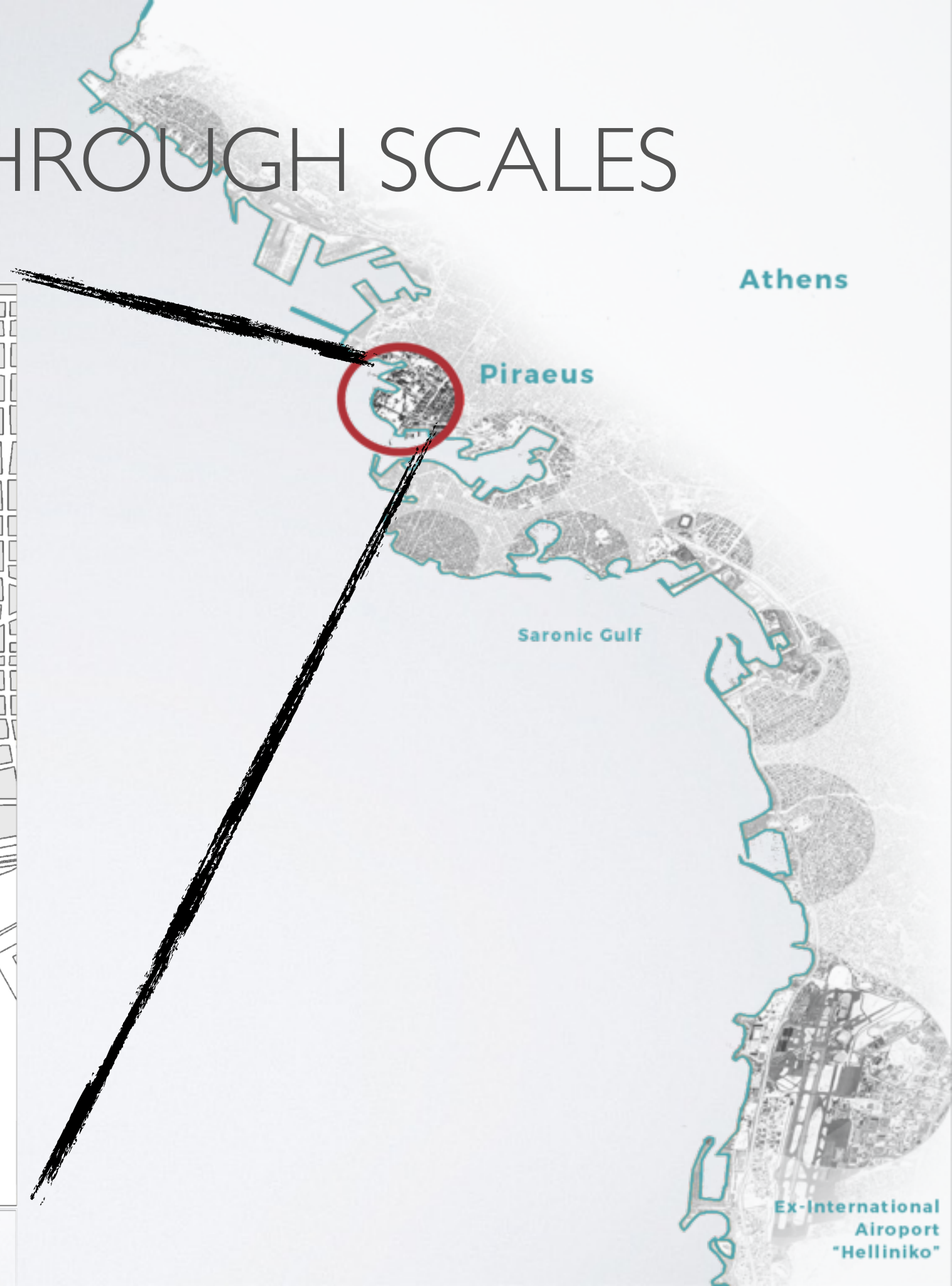
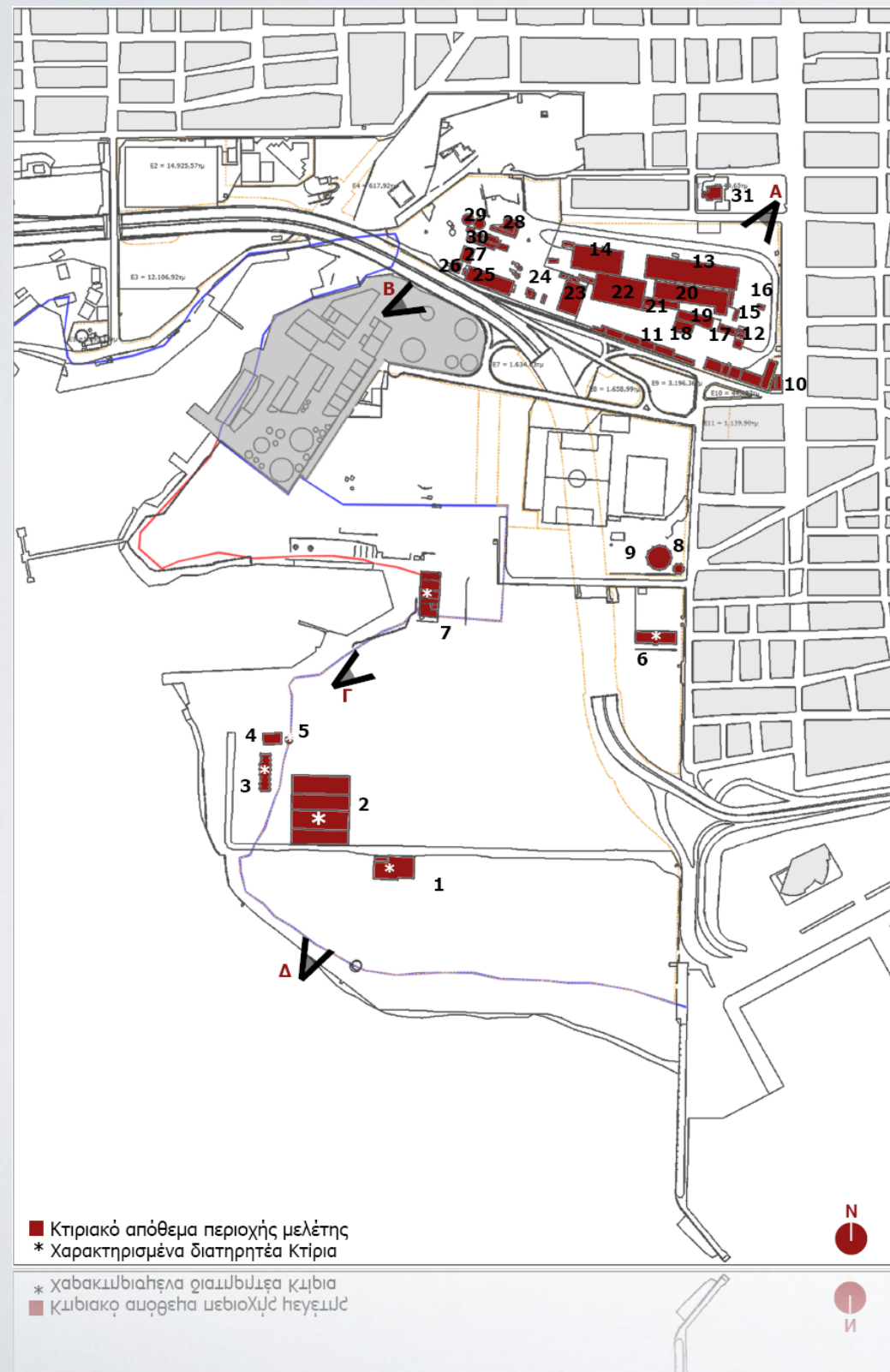
Case Study Analysis







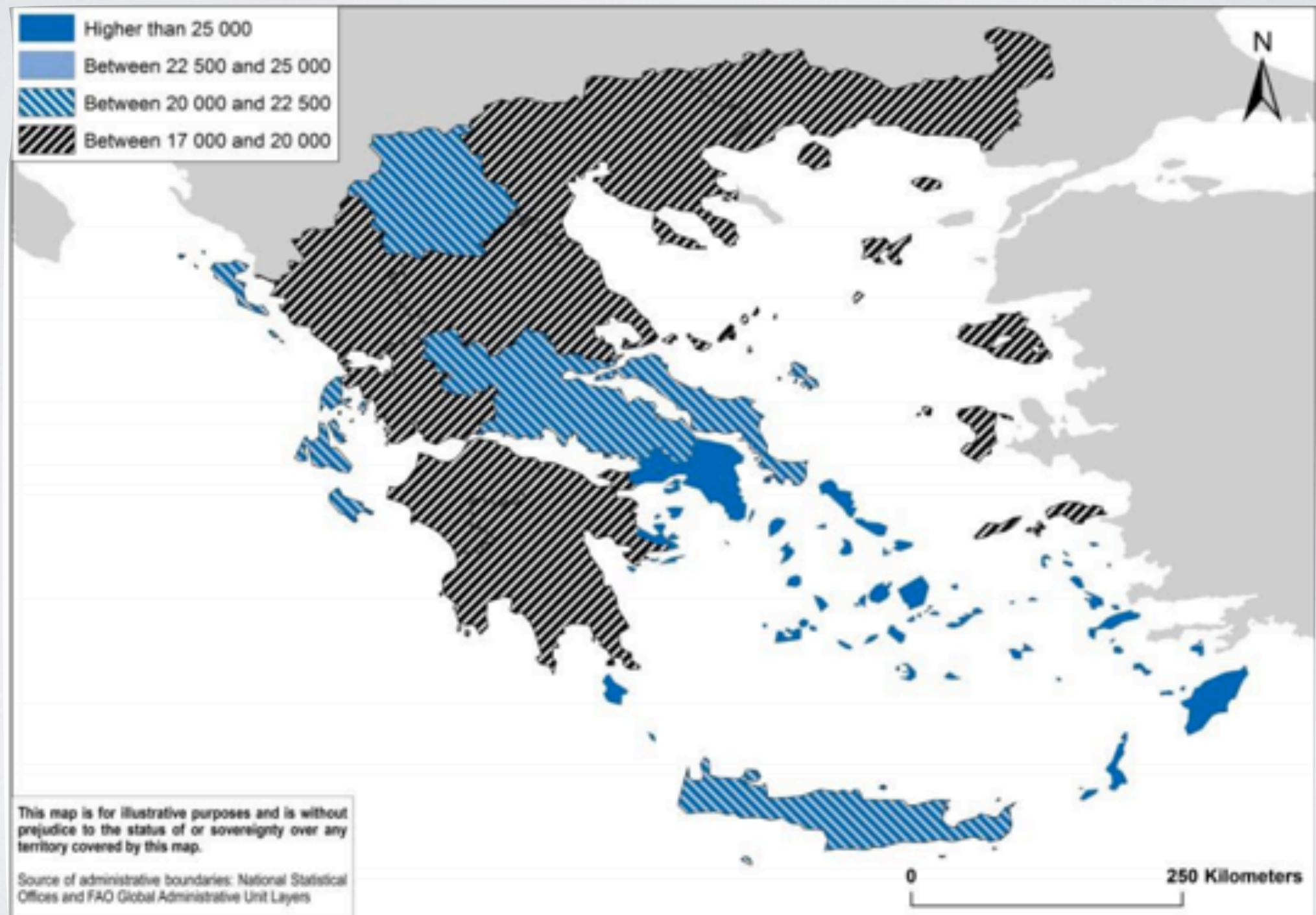
# ANALYSIS THROUGH SCALES





# ANALYSIS THROUGH SCALES

Regional differences in GDP per capita levels, 2013



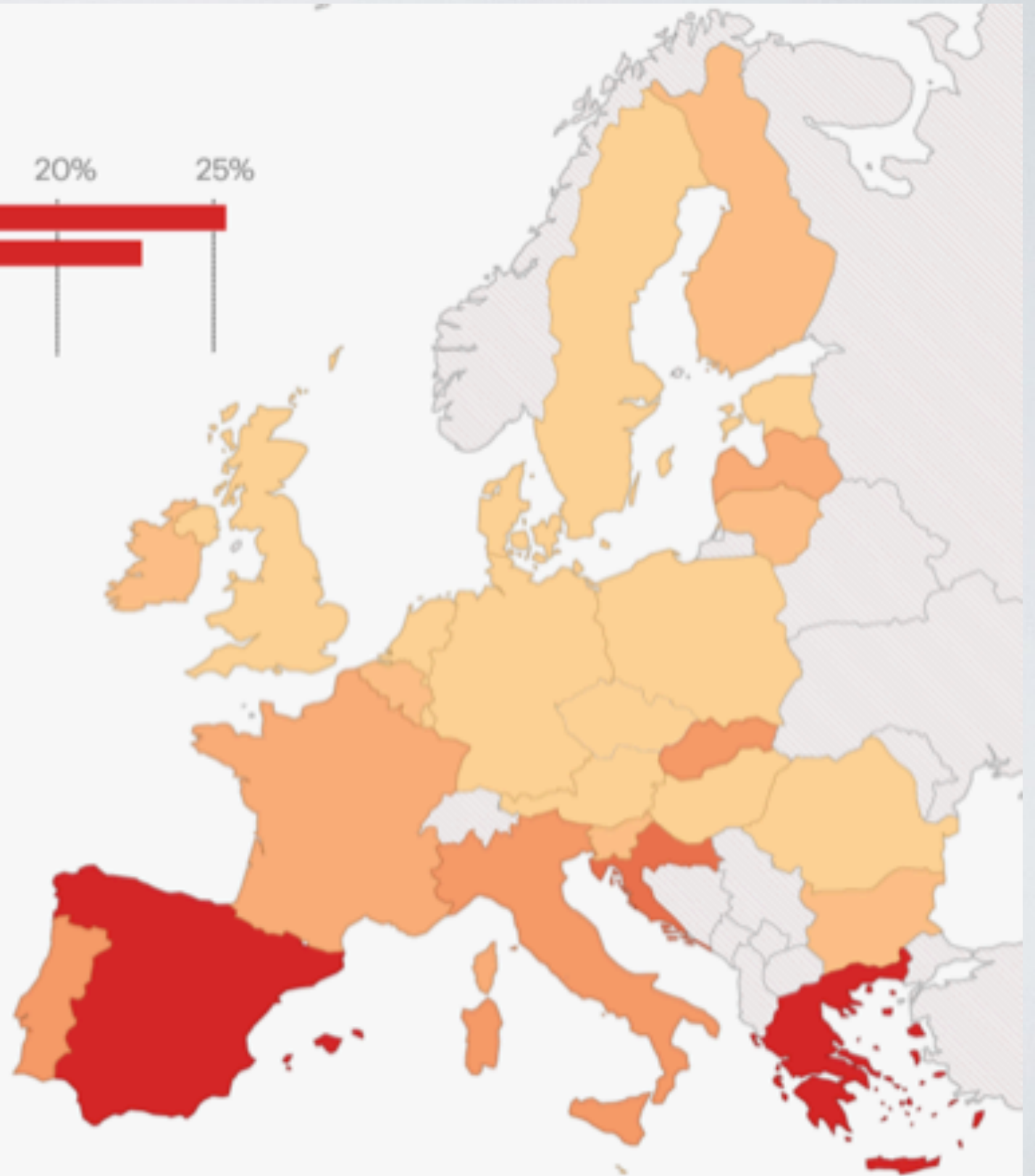
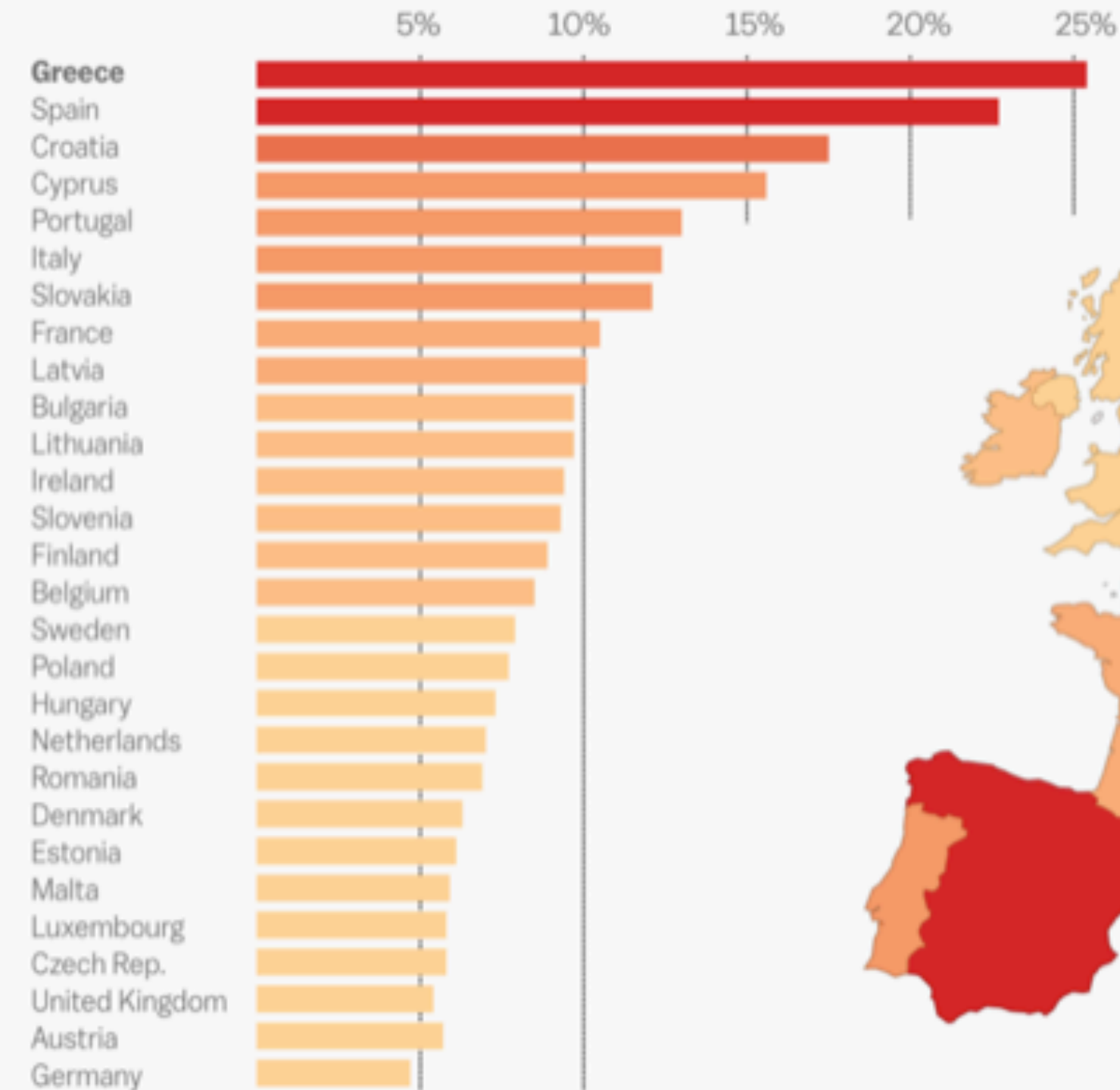
Note: GDP per capita in constant prices and constant USD PPP (base year 2010)



# ANALYSIS THROUGH SCALES

## Unemployment rate

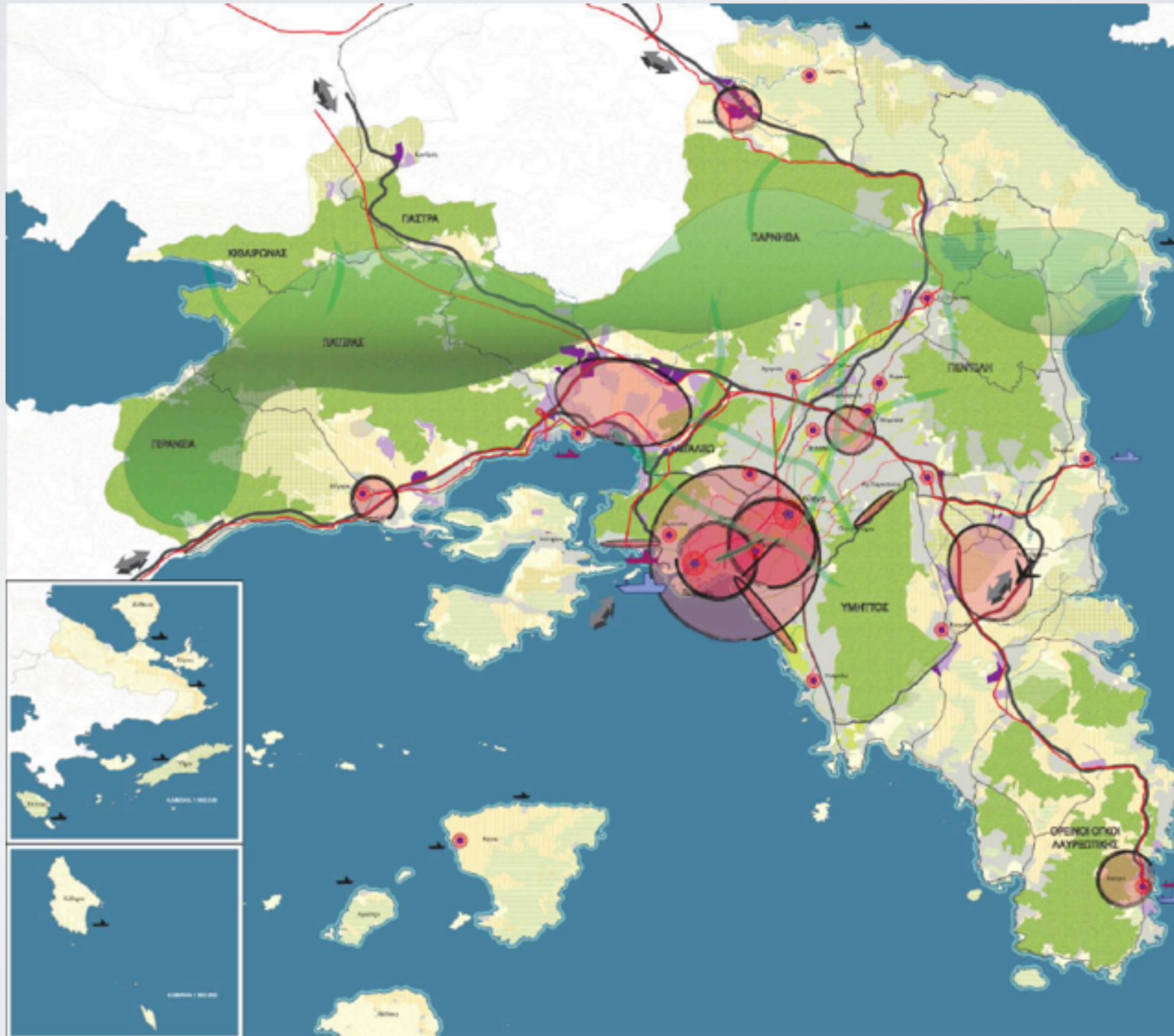
February 2015, or later





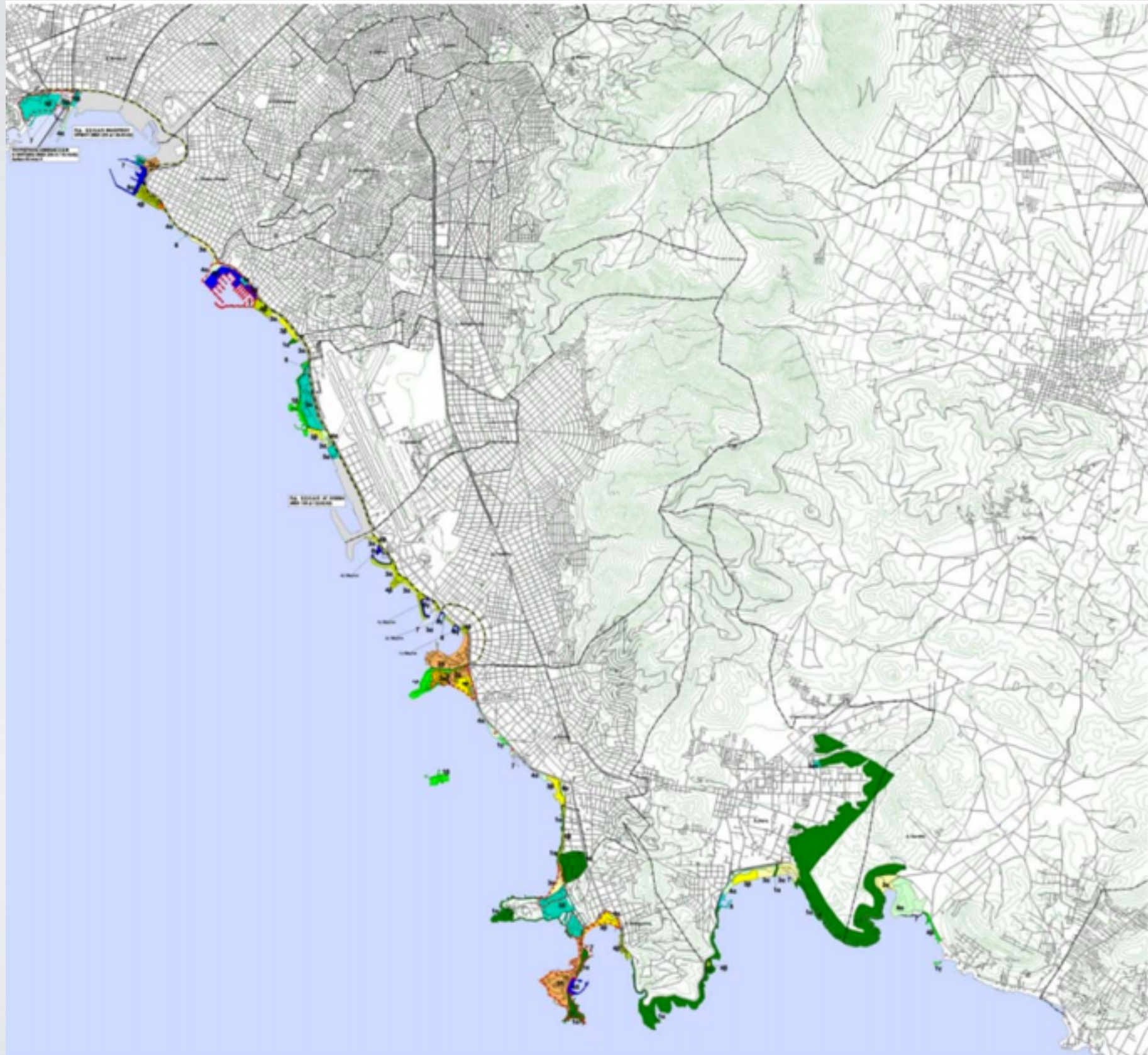
# ANALYSIS THROUGH SCALES

Strategic Vision Attica Region 2021





# ANALYSIS THROUGH SCALES





# ANALYSIS THROUGH SCALES





# ANALYSIS THROUGH SCALES

P20| Piraeus 2020 \ Development and Work

**Piraeus Candidate City for European Capital of Culture 2021**



ΠΕΙΡΑΙΑΣ 2020 / ΑΝΑΠΤΥΞΗ-ΕΡΓΑΣΙΑ



# “LIPASMATA” CASE STUDY

Historical background:

- The industrial site is located in the costal area next to **Piraeus commercial port**, in the industrial area of Drapetsona-Keratsini;
- Industrial activities in the area **dominated the economic life of Piraeus** for many years;
- In 1993, the company of “Lipasmata” became **property of the NBG**;
- In 1999, “Lipasmata” **ceased to operate**;



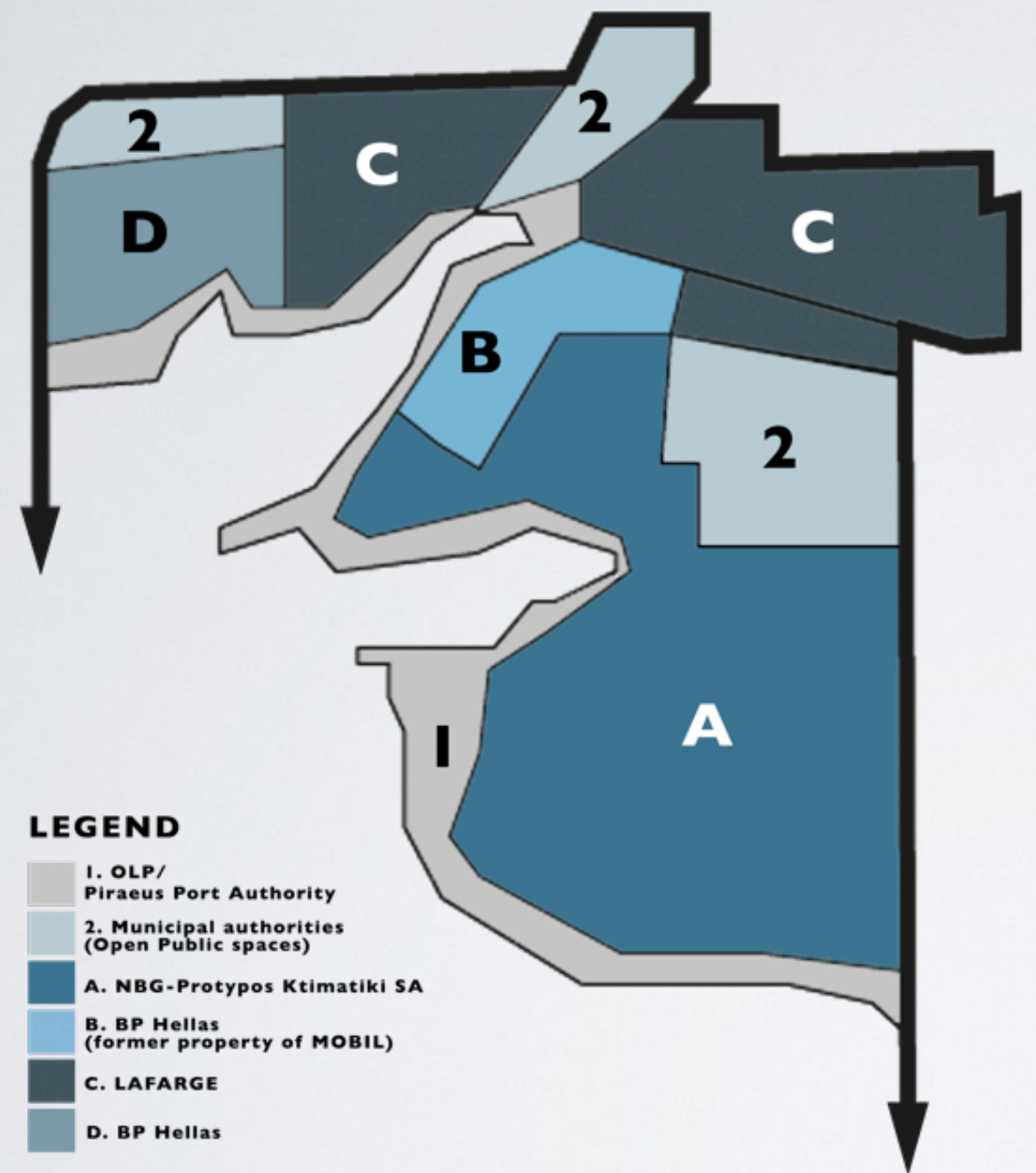
Today the area is completely abandoned and is **seeking for regeneration strategies** in order to change its **image** and create **socio-economic development**;



# STAKEHOLDERS MANAGEMENT

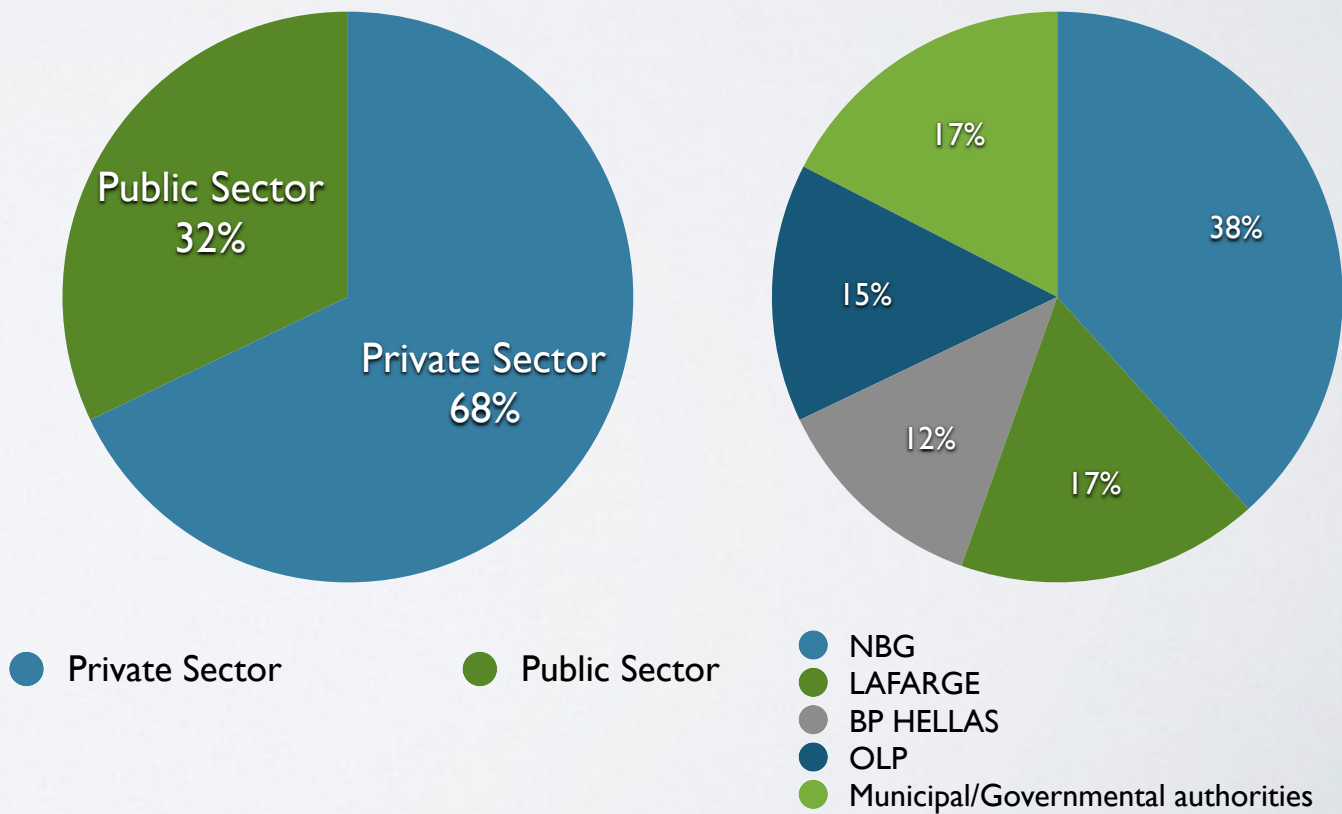


# OWNERSHIP STATUS



Ownership Status of “Lipasmata”/Internal Stakeholders

Sector	#	Actors	Area (ha)
Public (68% of the area)	A.	NBG (Protypos Ktimatiki SA) *	246
	C.	Lafarge (former AGET Herakles)	110
	B.-D.	BP Hellas (former Mobil)	80
		Total area Private sector	436
Private (32% of the area)	1.	OLP - Piraeus Port Authority	94
	2.	Municipal authorities (Municipality of Drapetsona-Keratsini) / Governmental authorities	112
		Total area Public sector	206
		Total area	642



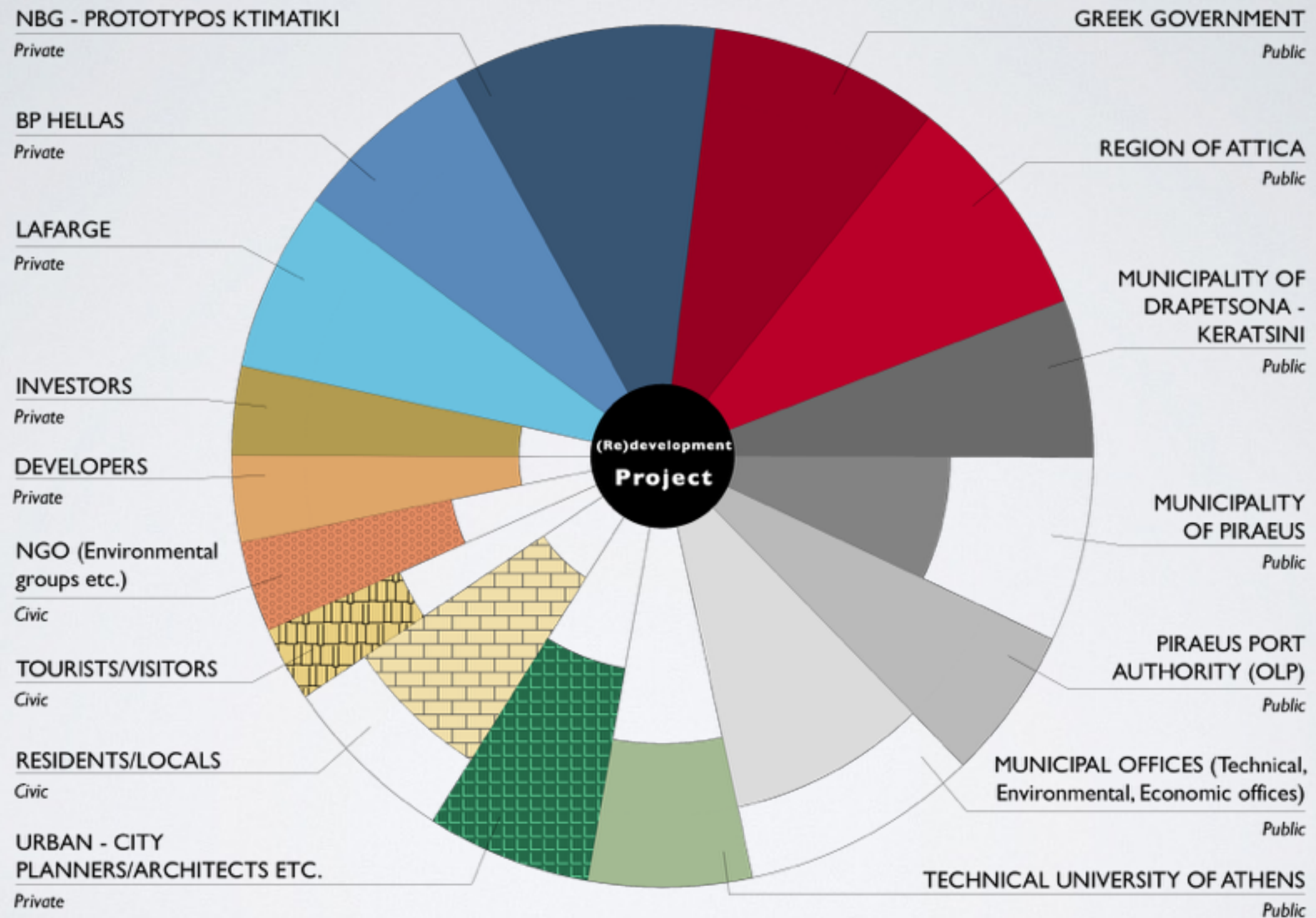


# STAKEHOLDERS ANALYSIS

#	Stakeholders	Sector	Internal/External	Level	Type	Resources	Power	Interest
1	Greek Government	Public	Internal	National	Political/ Bureaucratic	Political/Legal	High	High
2	Region of Attica	Public	External	National	Political/ Bureaucratic	Political/Legal	High	High
3	Municipality of Drapetsona-Keratsini	Public	Internal	Local	Political/ Bureaucratic	Political/Legal	Medium	High
4	Municipality of Piraeus	Public	External	Local	Political	Political	Medium	High
5	Piraeus Port Authority (OLP)	Public	Internal	Local	Political/ Bureaucratic	Political/legal	High	High
6	Municipal Offices (Technical, Environmental, Economic bureaux)	Public	External	Local	General interest	Cognitive/ economic	High	High
7	Technical University of Athens	Public	External	International	Experts	Cognitive	Low	Medium
8	Urban - City planners/Architects etc.	Private	External	International	Experts	Cognitive	Low	High
9	NBG - Protypos Ktimatiki	Private	Internal	National	Special interest	Economic	High	High
10	BP Hellas	Private	Internal	National	Special interest	Economic	High	High
11	LAFARGE	Private	Internal	National	Special interest	Economic	High	High
12	Residents/Locals	Civic	External	Local	Special interest	Cognitive/ economic	Low	High
13	NGO (Environmental groups etc.)	Civic	External	Local	General interest	Cognitive	Low	High
14	Developers	Private	External	International	Special interest	Economic	Medium	High
15	Investors	Private	External	International	Special interest	Economic	High	High
16	Tourist/visitors	Civic	External	Local	Special interest	Cognitive/ economic	Low	Medium



# STAKEHOLDERS ANALYSIS





# PLAN ANALYSIS



# PLAN ANALYSIS

#	Researcher	Year of proposal	Commissioning	Usage	Description	Objections	Considerations
1*	-	1980's	-	Creation of an "Industrial Park"	This proposal was developed before the disruption of the industrial activities in the area under the framework of the Urban Reconstruction Enterprise	-	-
2*	AN.DIP. SA	1992	-	Commercial/Shipping Center/Logistics	The proposal had the following goals: a. Uses to be part of broader regional planning and trends in economic activity; b. Harmonic coexistence of functions; c. Ensuring consistency of uses with a view to long-term sustainability of growth; d. Utilization of coastal front; e. Harmonious coexistence of proposed functions with the surrounding urban fabric.	R.S.A. (Organization for Planning and Environmental Protection of Athens).; Public authorities such as the Government (Ministry of Development) and the municipalities of Keratsini and Drapetsona	This proposal aimed to create the condition in order to attract new actors and investors to the areas. Such actors are based on the shipping activities (shipping companies, Ministry of Mercantile Marine). The intensive character of the proposal was criticized as opposing to the general guidelines as introduced by R.S.A. because was targeting only to a particular target group based on the shipping activities.
3*	DEPOS (Public Corporation for Urban Development and Housing)	1997	-	Business, Services and Leisure Park	The proposal had the following goals: a. Creation of a coastal development axis with complementary functions; b. Configuring environmental friendly and residential uses; c. Functional and spatial integration of a wider coastal axis; d. Positive social impacts.	-	-
4*	TERRA POSIDONIA Kloutsounioti-Toropidi	2000	R.S.A.	Mixed Use with emphasis a) commercial activities b) light industrial activities	The proposal is based on economic, social criteria and environmental criteria for: the attraction of investments, creation of jobs, correlation of functions related to port activities, creation of public amenities, recreational areas in the waterfront areas and strong connection of the urban center with the sea front, while promotion and reuse of industrial elements and upgrading of the image of the Port.	-	This proposal was mainly a research for the area based on the "Terra Posidonia" - European Program of the development of waterfront areas. The research was mainly targeting to create the conditions for new discussions not only for the area but for the review of the General Masterplan of the extended area, which was characterized as outdied and limiting.
5	National Technical University of Athens	2001	University research	Mediterranean Center for Science and Arts	With a research conducted by a scientific panel of researchers from mainly the faculty of Architecture, the proposal is based on the creation of a complex of activities for education and culture and a series of public services for the citizens. The proposal is characterized by a small exploitation of the land while targeting on the reuse of the industrial buildings.	-	This proposal as a university research aimed to create new conditions for the decision-making process and the discussions between the key actors. The plan is based on the guidelines of the existing land use plan and on the objectives of the public stakeholders for the development of the city and the society. As an expert the University gave new insights for the future possibilities of the area while the intervention is characterized as a low pace.
6	Rogan Associates S.A.	2004	OLP (Piraeus Port Authorities)	Mixed Use with emphasis on a) commercial activities b) housing	Not Submitted	Not Submitted	Although the connection of the areas with the port this was the first time that the port authorities OLP participate actively in the discussions for the future area.
7	Kloutsounioti-Mesare	2006	Municipality of Drapetsona-Keratsini	Urban Center with mixed use spaces based on housing, leisure and green spaces	The proposal places greater emphasis on the creation of public spaces and amenities with green areas, while reduces the commercial character of the area by avoiding strictly orienting investment activities in the business and shipping world. It proposes a mild exploitation of the land, but does not exclude the business and commercial exploitation of the area.	Private stakeholders (mainly NBG - Prottypos Ktimatiki)	The opposing preferences of public and private stakeholders was underlined by this proposal. This proposal characterized as bottom-up approach was targeting to the creation of small paced activities with cultural and social orientation. In this way the area was once again seen as a whole but the private interest was not represented.
8	Thymio Papayannis ans Associates Inc.	2006	NBG - Prottypos Ktimatiki	Hyperlocal Maritime Business Center with mixed use functions (housing, leisure, culture, etc.)	Overall, this plan proposes a fairly intensive exploitation of the land and has in general, a strong investment, business and commercial character. The way it allocates the space per land use also specifies the users it targets.	Local authorities (Municipality of Drapetsona-Keratsini)	This proposal interested mainly the 246 ha land owned by the private company NBG. The proposal was influenced by the top-down international trends and the main objections were based on the idea that such development will create further problems in the city such as gentrification and social injustice.
9	Open Architectural Competition	2017	Attica Region (Dip. Western Piraeus)	Metropolitan Park	In the note of requirements Attica Region expects for architects the design of a Metropolitan park with several additional recreational activities and facilities for the society.	The results are not yet published	Although the results are not published this competition opens again, after a long period of time, the discussions for the future of the area. As stated in the note of the competition the area is seen as a metropolitan pole however the requirements drives to the creation of a metropolitan park with a few recreational activities for the visitors. Once again the stakeholders are working in different directions, since the public authorities are not taking into account the needs for alternative uses compatible with the private land owners.

\* For this proposal no other information are found, during the document review and literature review.



# “LIPASMATA” CASE STUDY

## Key Findings

- **Long-term** development process;
- **Complex** Ownership status (public and private owners);
- The ownership is **spread** in the area;
- **Conflicts** public and private owners;
- **Multiple plans** from 1980;
- **Opposing preferences** of private and public stakeholders;
- Private parties- top-down development approach;
- Public parties- bottom-up development approach;





# QUALITATIVE INTERVIEWS

Semi-structured / Experts



# SEMI-STRUCTURED INTERVIEWS

**Collect** information and ideas from **experts** related to the development of “Lipasmata” area

- Architects/Planners;
- Public parties;
- Project managers;

## Questions related to:

- The **reasons** of **not implementing** development projects in “Lipasmata”;
- **Importance** of such project in the **age of crisis**;
- **Conditions** for the future;



# S.W.O.T. ANALYSIS

Mapping the information



## STRENGTHS

- The area is considered as strategic in a local, regional and national level;
- Strategic position of the area close to the main port-gateway of the Mediterranean;
- Excellent geo-strategic position (close to the port of Piraeus, vicinity of the area to Athens city centre, easy access), transport corridor;
- Direct interface of functions of Drapetsona-Keratsini municipality with neighbouring municipalities such as Piraeus;
- Proximity to crafts and industrial units as well as to major transit centres (logistics);
- The rich topography of the area and especially the contact with the sea, creates the conditions for the development of leisure areas, other economic activities and networks capable to attract and absorb tourism;
- Presence of exploitable former industrial heritage buildings;
- Clean surfaces (in terms of buildings from previous uses) ready to be developed;
- Surrounding (residential) areas within walking/cycling distance;
- The size of the area and the presence of different landowners gives the possibility to create separate development activates;
- Possibilities for tourism development: close to the cruise terminal of the port, prominent cultural and industrial monuments part of the cultural heritage;
- Presence of multiple preliminary studies (development plans over the last decades) that could be used for discussions between the stakeholders;
- Multiple landowners with power to attract economic resources/investments;
- Influence that public stakeholders have in the local politics;
- Interest of economic stakeholders in the project (investors, private companies etc.);
- Positive attitude of project area inhabitants towards revitalization;
- Presence of human resources at the municipal level which could, with appropriate incentives, reconstitute the image of the social policy of the municipality;
- Possibility for targeted interventions at municipality level (bottom-up).

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## WEAKNESSES

- Lack of green and public areas;
- Lack of parking areas;
- Contaminated soil due to the previous industrial uses;
- Severe air pollution;
- Saturation of the adjacent urban fabric;
- Isolation of the city and citizens from the waterfront and harbour area;
- Influence of public stakeholders in the local and hyper local politic;
- Multiple landowners;
- Controversy of interests opposing views of stakeholders lead to the waterfront's neglect;
- The particular ownership status does not permit the creation of an integrated development plan for the area;
- Incapacity of stakeholders to meet a consensus in relation to the areas future development;
- Little involvement of other stakeholders (e.g. experts, civic sector) in the discussions and the decision-making process;
- Existing proposals for the waterfront do not answer effectively neither to the complexity of the site in terms of current/future uses or to the different stakeholder's benefits;
- Absence of a Masterplan or planning vision to enable the discussions and initiatives for the development of the area;

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## OPPORTUNITIES

- Piraeus is the second important metropolitan centre after Athens, in the Region of Attica;
- Piraeus is a city with significant international links;
- New strategic visions in local level (Piraeus 2020) and regional level (Attica 2021) that promote the (re)development of the area as important step to establish a competitive identity for the city and the Region;
- New investments in the commercial port and the cruise port enhance growth prospects for the creation of an international shipping centre;
- Attitude of the regional politics towards revitalization of inner town areas and edge of town developments (Piraeus 2021)
- Upcoming (re)development projects and improvement of connectivity in the city (tram, metro line) enhance the growth prospects of Piraeus;
- Private investments in the piers II and III of Piraeus port, associated with rapid increase in movement of the commercial port, create economic activities in the city;
- The expansion of the southern cruise port is expected to attract more ships and tourism in the city;
- Industrial, commercial and shipping centre of the country with activities of hyper local importance;
- International gateway of commerce and trade;
- Activation of strong shipping units near the harbour;
- The large number of existing industrial sites enhances the prospect for creating hyper local functional poles with emphasis on the promotion of cultural heritage combined with the development of innovation, manufacturing, leisure activities, tourism, etc.
- Incremental population;
- Austerity measures, due to crises, promoting the urban development as opportunity of socio-economic growth;
- Interest from private national and international investors;
- Discussions in order to update the General Land Use Plan of the city;

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## THREATS

- Declining urban structure of the city;
- High rate of unemployment;
- Movements of the young population;
- Rapid decline of the construction activity;
- Centralized planning system;
- Political instability create a discontinuity in terms of decisions;
- Internal pathogens of the public domain;
- The state has power to break any private initiative;
- Limited power of local authorities to initiate a development project;
- Complicated legislative framework, with multiple planning laws and regulations in different institutional levels;
- Out-dated Land Use plan;
- Lack of open discussions and consultations to the citizens in relation to the development;
- Incapacity of the state and the local authorities to attract investments;

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Internal factors

Positive factors

Negative factors

External factors



# 6 KEY FINDINGS



# CASE STUDY FINDINGS

## Benefits

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*“...the development of brownfield areas is essential for **creating new job opportunities**, during and after the completion of the project. In my opinion the municipalities in Attica that hold such areas are very lucky.” (Papanikolaou, 2017)*

*“... I strongly believe that by solving the several issues and by **creating development plans**, such brownfield areas, after the completion of the project, will stop being urban voids and in addition they will be created new land uses and activities **that will benefit further the society** ...” (Bitsakaki, 2017)*

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## Drawbacks

*“It is well-known and witnessed that large investments in our country have "stumbled" upon the several **bureaucratic issues** related mainly to the **incapacity of the public administration to facilitate the development processes**... In particular, the attempted redevelopment of the Lipasmata area is due to bureaucratic rigidities, but above all, I would say, to the outrageous **discontinuity of decisions** characterizing the Greek State.” (Varvitsiotis, 2017).*

*“.... among other drawbacks the main barrier in creating a waterfront development strategy in the costal zone of Attica is basically, **the fragmented ownership status**.” (Papanikolaou, 2017)*



# 7 SYNTHESIS

# BARRIERS & DRIVERS

What are the main **drivers and barriers** of **managing** waterfront redevelopment projects in **Greece**?

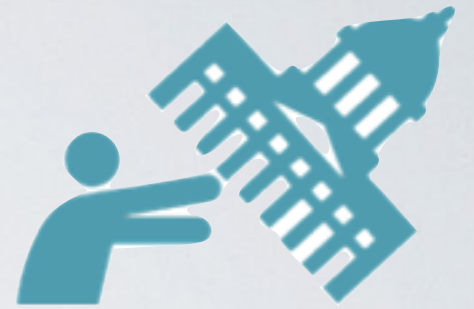


# DRIVERS

- The ways of **governance** of such challenging process;
- The creation of **economically attractive** and advantageous solutions;
- The contribution of the development to the **socio-economic growth**  
(social inclusiveness, creation of job opportunities);
- Creation of **quality spaces**;
- The **contribution** of the development to improve the city's outlook  
(**competitiveness**);
- The use of a **poly-thematic** development schemes;

# BARRIERS

- **Fragmented** ownership status;
- Multiplicity of **stakeholders** and collaboration;
- Use of **mono-thematic** development schemes;
- Legal issues related to the **outdated land use plan**;
- **Bureaucracy**;
- Multiple **laws and regulation** based on the **centralized system**;
- **Public offices** do not **facilitate** the procedures;
- Incapacity of public sector to **attract and manage the investments**;





# NEW STRATEGY?

# NEW STRATEGY?

## Key components

- **Active involvement** of the Municipalities and other public bodies;
- Understand and analyze the **development needs** of the Region;
- Creating a **Memorandum of Understanding** among the landowners;
- The creation of a **Joint Action Plan** for the regeneration of the area;
- **Update the legislation** with New Regulations for the development areas (e.g. Updated land use plan etc.);
- The involvement of the **civic sector** to the creation of the best solution;
- Decentralized planning system, (power to local authorities).





# NEW STRATEGY?



# WHY CLLD?

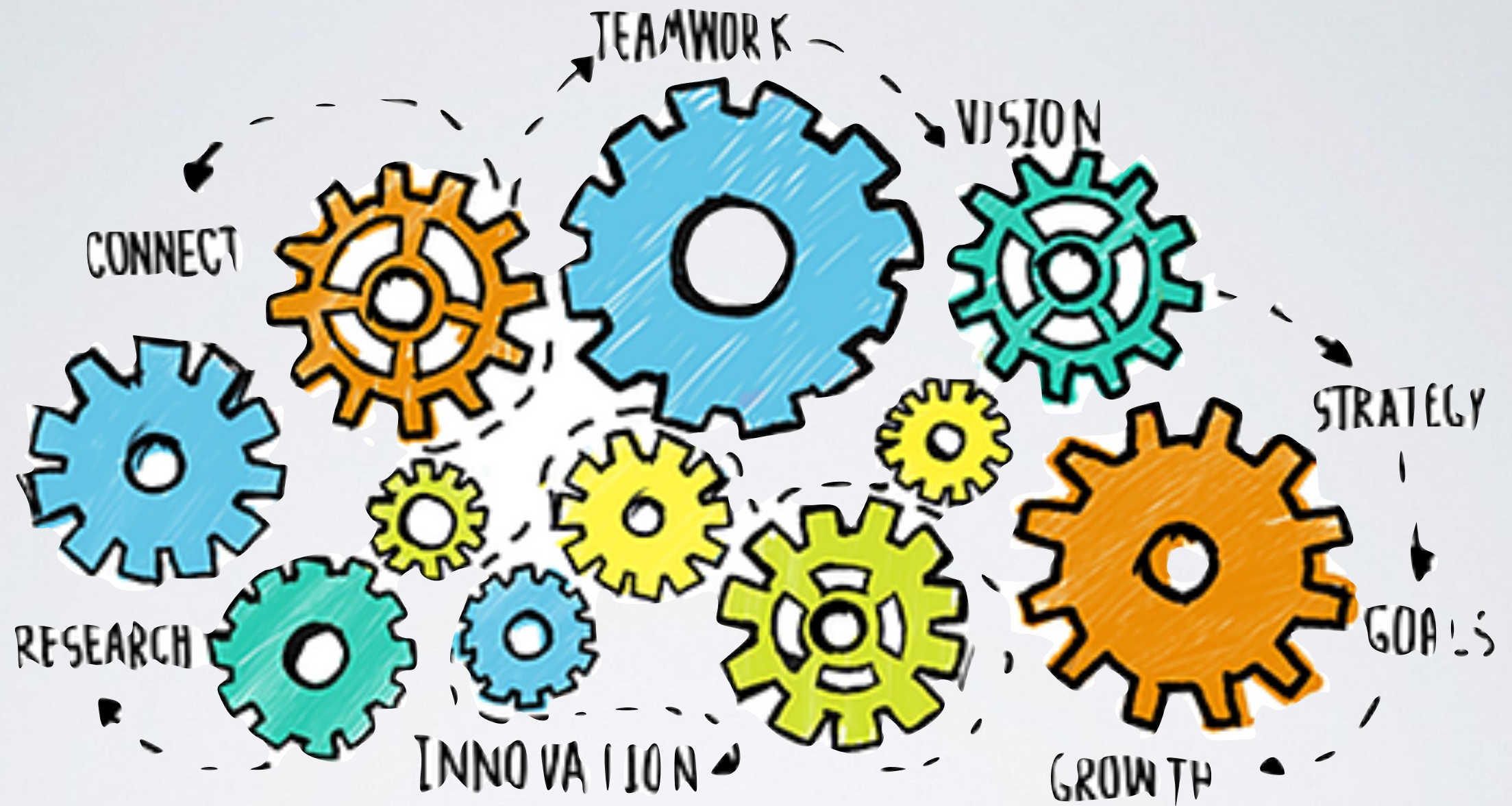
- Encourage **local communities** to develop **integrated bottom-up approaches** to respond **challenges calling for structural change**;
- Build **community capacity** and **stimulate innovation, entrepreneurship**;
- Promote **community ownership** by increasing participation;
- Build the sense of involvement;
- Assist **multi-level governance** by providing a route for local communities;





How can a **community-led waterfront development strategy** for “Lipasmata” area be implemented in order to create new transformation opportunities?

# CLLD



**Co-creation** as key to engage different perspectives:

- **Public:** support / ownership / democracy
- **Private:** profit / product innovation / alliances
- **Society:** control / experience / community

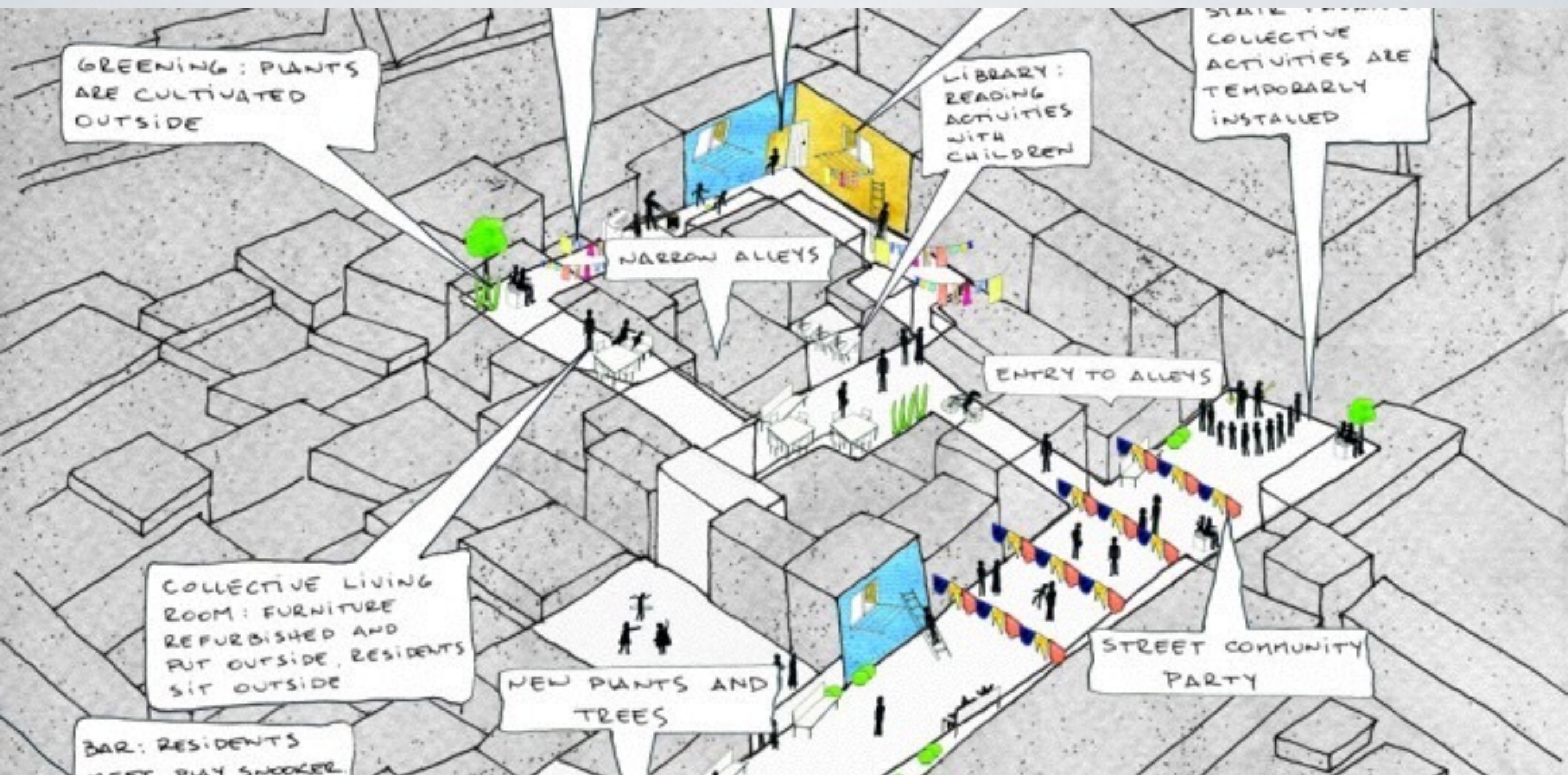


# STEPS FOR “LIPASMATA” CLLD

- Launch the community-led program by **informing** the citizens and other stakeholders;
- **Identify** the key **actions** based on community resources;
- **Enable and engage** the communities;
- Create **dialogues and communication**;
- **Build trust** and alliances;
- **Empower citizens** and build in their interest;
- **Take action.**

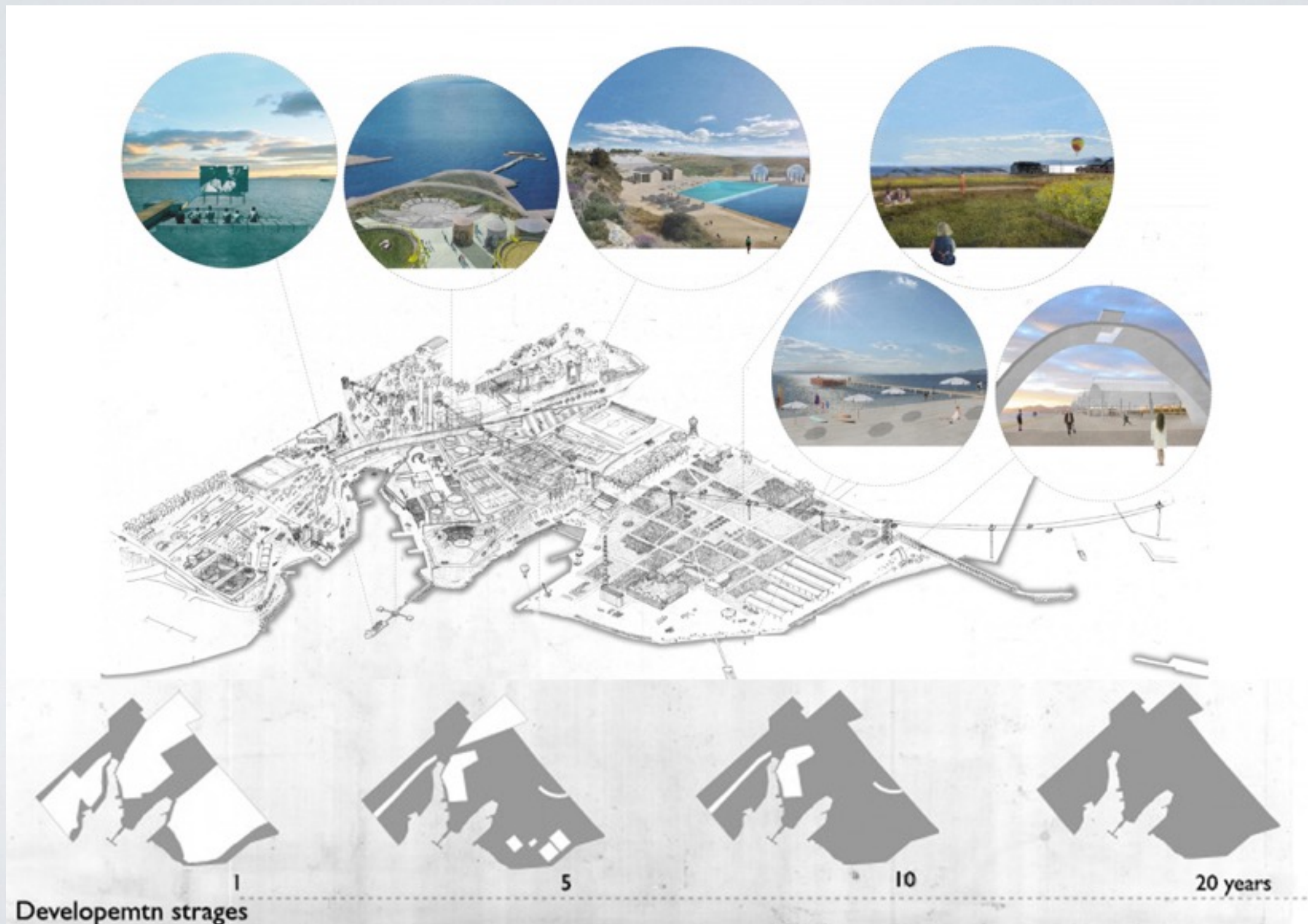


# CONCLUSIONS





# CONCLUSIONS







# QUESTIONS?

Thank you!